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ABSTRACT

The goal of "Education 1972" is to pinpoint key issues shaping the school year ahead so that busy educators may have an authoritative and current report on what's new in education and so that the education profession may have a reliable source book for speech and news writers. Among the 32 different issues discussed in this first publication in the series are school finance, city-suburban school mergers, the year-round concept, student rights, school desegregation efforts, the federal aid system, career education, public attitudes toward schools, schools and the drug problem, performance contracting, paraprofessionals, and the results of several different studies which have implications for education. (Author/SH)

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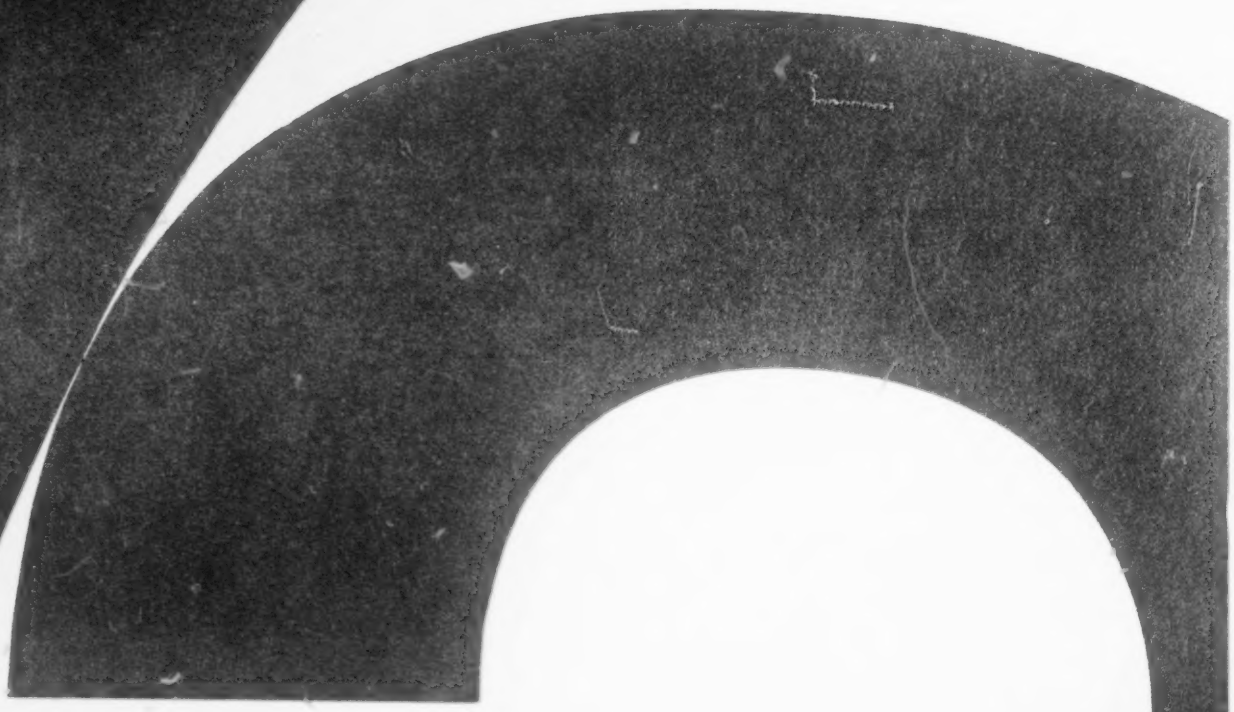
Education 1972

A Report
on Key Issues
Shaping the School Year
Ahead



By the Editors of Education U.S.A.

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EDITOR'S NOTE

Education 1972 is the first in a new series of annual reports covering the key issues shaping the school year ahead. It is prepared by the editors of *Education U.S.A.*

Education 1972's goal: to pinpoint key issues in concise, understandable language; to give busy educators an authoritative, up-to-the-date report on what's new in education in one book; and to provide the education profession with a reliable source book for speech and news writers.

Since it was founded in 1958, *Education U.S.A.* has introduced new dimensions to educational journalism in the United States. It gathers education news each week from hundreds of sources, selects the most significant developments and reports them clearly and concisely. The *Washington Monitor* section of *Education U.S.A.* is a current report on activities at the White House, at the U.S. Office of Education, on Capitol Hill and in other federal agencies involved in education.

In addition to *Education U.S.A.* and the annual edition of *Education*, the editors develop special in-depth reports on major current issues in education. Recent Special Report titles include: *Year-Round School; Shared Services and Cooperatives; Drug Crisis; Vandalism and Violence; Paraprofessionals in Schools; Vocational Education;* and *Student Rights and Responsibilities.*

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SCHOOL FINANCE—A REVOLUTION IN FULL BLOOM

Sweeping changes in how the nation's public schools are supported appear imminent--after years of frustration and growing crisis. Pressure is building up from a series of converging forces--court decisions, fiscal breakdowns of ever increasing intensity at the local level, demands for more costly school programs, teacher militancy and increasing voter resistance to school tax and bond issues. And, as a result, a revolution in how school funds are collected and distributed is now in full bloom.

Leading the drive for major changes in school finance is the U.S. Office of Education (USOE) and its chief executive, U.S. Comr. of Education Sidney P. Marland. He realizes that the courts are going to force drastic action and that a revolutionary movement needs constructive leadership. And he also knows that the final outcome will involve significant federal involvement--including large increases in the federal share of school support. Marland has launched a series of regional meetings to tap local thinking on the issue. As another stimulus to the movement, USOE will provide, "on request," technical assistance teams to states seeking help in overhauling their school finance systems. The direction of the changes, as foreseen by Marland, includes a totally new tax at the state level--"one that would be far more responsive to economic change as well as far more progressive than the real estate tax."

To promote the revolution, massive studies of the finance problem have been undertaken by the Treasury Dept., by the Advisory Commission on Intergovernmental Relations (ACIR), by the President's Commission on School Finance and by USOE. They will become source material for both the White House and the Congress.

Historic Study Seeks Overhaul of Financing

The study financed by USOE--headed by R. L. Johns of Florida State U.--is rated as the "most comprehensive study of school finance ever undertaken." Echoing recent court decisions, it concluded that states must give schools more money and distribute it more equitably. The study, the result of the four-year $2 million National Educational Finance Project (NEFP), documents inequities within and between states where wealthy districts have as much as 10 times more resources per pupil than poor districts. Johns and his associates recommend that states should take the initiative and move toward more equitable state funding with their own plans before being forced to do so by the courts. The problem: to decide "how much equity is equity" and to maintain essential, larger expenditures on students with special problems.

NEFP has some answers and guidelines for states to follow. It has analyzed 19 state finance plans from which states may choose according "to your value systems and priorities," Johns says. And NEFP has come to some general conclusions, such as: funding programs become more equitable as a state's share of educational costs increases. If a state puts up only 25% of the costs, it can't do much to equalize funding no matter how good the formula, Johns says. On the other hand, as a state's share passes 90%, state funding will have an equalizing effect "no matter what model you use," he says. To handle the

problem of spending more money on special students, NEFP endorses the widely used "weighted pupil" technique. For example, a regular elementary student is assigned the weight of "1." If twice as much should be spent on compensatory education, these students are assigned the weight of "2."

NEFP's massive five-volume study raises many questions and concerns. Major ones are fear of loss of local control and the seemingly impossible chore of "getting the federal government to live up to its responsibilities without calling all the shots," says Exec. Secy. Byron Hansford of the Council of Chief State School Officers. But the biggest problem is how to keep NEFP from becoming just another study. Hansford has called on the states to provide the necessary leadership. Project member William McLure of the U. of Illinois says the study must be "picked up and pursued" by local communities.

NEFP concludes that states should pay 55% to 60% of the cost of education. The federal government should provide 22% or "preferably, 30%," the study says. And local taxes should account for no more than 10% to 15%. Concerning the federal role, NEFP recommends eliminating categorical aids which it says have "produced confusion and instability." Instead, NEFP would consolidate categorical aids into block grants in six areas: vocational education, research, school food service, the handicapped, compensatory education and impacted aid. Another NEFP recommendation will hit like a bombshell in some areas. The study calls for "stepping up the consolidation of inefficient school districts." It contends that at least 80% of the nation's 18,000 school districts are too small to provide even minimal programs economically.

Nixon Panel Wants States To Pay School Costs

The President's Commission on School Finance also says states must take over school funding from local districts to assure all children an "equal educational opportunity." The report says the federal government should provide incentives of $1 billion a year for the next five years to help states assume this burden. The commission's recommendations surprised and disappointed many educators who expected a call for massive increases in federal aid. The 18-member panel did not say how states should raise the additional $6 billion per year necessary to bring the amount spent per child in all districts in each state to within 10% of the level spent in the richest districts. Ironically, the commission questioned the idea that increased spending produces better schools.

Despite the shift to the states for raising most school revenue, local boards of education should retain control of the educational system, the report says. Districts should continue to control curriculum, staff and use of funds. Local governments should also be allowed to supplement the statewide spending level by as much as 10%, the commission advises. In allocating funds, states should take into account varying educational costs, the report stresses. Despite the desire to preserve local control, states would have much more say in running education than in the past. The commission suggests that states: establish statewide evaluation systems to measure the effectiveness of educational programs; reorganize districts to establish more equal tax bases; and provide, "wherever possible," a social, economic and racial mix. Integrating schools may "require pupil movement," the commission notes.

However, "busing to produce a uniform racial ratio...may not be the best procedure," the report adds.

The commission urges action on several controversial fronts, including aid to nonpublic schools and teacher certification. Despite court rulings against aid to nonpublic schools, the report says the federal government should seriously consider tax credits, tuition reimbursements and scholastic aid to nonpublic schools. Eight commission members dissented from this recommendation. They claim it raises "false hopes." Attacking the present system of teacher accreditation, the commission says a "reduction should be made in the number of incompetent teachers...." States should reexamine certification procedures and consider periodic renewal of tenure as well as peer and student review of teacher performance.

The commission recommends that the federal government provide an additional $750 million annually for inner-city schools. The money would be spent over the next five years to develop new programs, replace antiquated facilities and add bilingual and other special teachers. The commission sidesteps recommendations for raising new federal funds, leaving that issue to the ACIR study; backs greater support for early childhood education; and endorses experiments with vouchers.

Court Decision Sets Off National Attack

Meanwhile, state after state is being hit by legal action in the aftermath of the California State Supreme Court's landmark decision against reliance on the local property tax for the major share of school financing. Latest count shows states facing--or about to face--legal suits spurred by the decision. Ruling that reliance on local property taxes for school support discriminates against the poor, the California court said equal spending for students is a basic right. Foes of traditional school financing see the decision as a clarion call to action. Similar decisions have been handed down by courts in New Jersey and Texas.

Effects of the decisions could be so far-reaching as to shatter many established school and social patterns. Already state leaders in California, Maryland and Michigan are edging toward statewide collection of property taxes, with equal distribution to local districts. Educators are wondering how much local control would be lost by the individual districts when they lose the taxing power. Almost certainly, teachers would find themselves bargaining with the state instead of local districts since the state would control the purse strings.

Another question being raised by educators: Would the "unequal" argument that struck down local taxing in California apply to disparity among the states, too? If the tax base is greater in New York than in Alabama, will the federal government be forced into the role of property tax collector? Social patterns also could be changed by the ruling. If school spending is equalized, the drawing power of wealthy school areas would diminish. People might redistribute themselves into areas that now have a low tax base. Civil rights groups say the decision may ultimately break the barriers against minority-group housing in the suburbs.

MERGER OF CITY-SUBURB SCHOOLS—A TREND OF THE FUTURE?

The nation's schools are edging closer to the formation of metropolitan school districts that would provide massive desegregation by merging urban and suburban districts. Although such mergers have already been hinted at in Detroit, Indianapolis, Atlanta, and Grand Rapids, Mich., a federal judge--for the first time--has directly ordered the consolidation of an urban school district with those of two adjoining counties. The landmark decision, which could have a profound effect on other districts, came as U.S. Dist. Court Judge Robert R. Merhige Jr. ordered the consolidation of the Richmond, Va., schools and those of suburban Henrico and Chesterfield Counties. The order would merge the 52,000-student, 70% black Richmond schools and the county systems, whose 54,000 students are 90% white.

In his far-reaching 325-page opinion, Merhige concluded that the constitutional rights of equality transcend the rights of cities and counties to establish educational boundaries. He explained that attendance zones based on neighborhood boundaries or on the "strict proximity of pupils to facilities will not pass muster if the effect is to prolong the existence of a dual system of racially identifiable schools. This is so," he added, "even though the application of such attendance plans might be more economical in time and transportation costs...and might make possible the rather uncertain benefits which some educators attach to the walk-in school." The judge's opinion notes that "school district lines...are matters of political conveniences." He added that the counties' insistence on their right to maintain a school system "has little merit in the face of past discriminatory practices." The county school boards, which were codefendants with the Virginia State Board of Education, had argued that they were being asked to bail Richmond out of its urban difficulties.

Explaining his unprecedented order to cut across political boundaries, Merhige noted that "the disparities are so great" that it is "the only remedy promising of immediate success." He was critical of state education officials for not promoting integration. And he termed the Richmond situation de jure segregation brought about by school construction programs "deliberately planned to entrench the dual school system." He also noted that opposition to the metropolitan plan "appears clearly to be racial" since "school operation in the counties has always entailed transportation times and distances similar to those" in the plan. Merhige said his ruling requires busing 78,000 children--compared to 68,000 now--for no longer than an hour, one way.

In a separate order implementing his opinion, Merhige gave the Virginia State Dept. of Education 30 days to create a "single school division" and to appoint an acting superintendent. An organizational structure and financial plan should be ready within 60 days, he said. As the basis for its action, Merhige directed the state department to use a plan proposed by the Richmond schools. The board's plan would create a 752-square mile district divided into six subdivisions, five of which would radiate from the inner city. A nine-member board, with five county members, would head the new district. Although the Richmond school board was a defendant in the suit when it was filed on behalf of 11 black children 10 years ago, the board switched sides in 1970. The court order, however, was delayed by the Fourth U.S. Court of Appeals, and is expected to be appealed to the Supreme Court.

25 DISTRICTS TRY YEAR-ROUND CONCEPT

"The year-round school, as an educational innovation, isn't coming any longer--it is here." This is the conclusion of a new EDUCATION U.S.A. Special Report called Year-Round School: Districts Develop Successful Programs. The report estimates that about 25 school districts across the country are operating either full year-round programs or pilot projects in one or two schools. In addition, scores of school districts in at least 27 states are actively studying the concept. The report predicts that the idea is going to grow even more in the years ahead because of "the continuing and rising pressures for more and better learning for children" and "the constant demands from taxpayers to at least hold the line on educational expenses." As the financial crisis in education deepens, "more and more school boards will continue to look at year-round schools as the most viable alternative." The concept offers many possibilities for solving other educational problems, the report claims.

Despite the growing interest in year-round schools, opposition and problems still remain. "The real problem," the report says, which can be "extremely difficult," is convincing state legislatures to revise their laws to both permit year-round schools and provide new state aid formulas. So far only three states--Texas, Illinois and California--have passed such legislation. However, the report found "indications that other states are supporting the year-round movement." Other problems, which have forced some districts to drop their year-round plans, include: lack of community support or student interest, uncertainty about which year-round plan to use, and the whole question of financing the program. Although proponents of year-round education usually do not promote it as a money-saver, "the main reason for its appeal is economic," the report says, noting that "anything that even gives the semblance of saving money" appeals to many people. Some districts, however, have been disillusioned to find savings in facilities negated by increased instructional costs.

Nevertheless, most of the school districts working with year-round schools feel that their programs are successful. And they back up their claims by pointing to the support the programs have earned from teachers, administrators, students and the community. One program, operating in the Valley View Elementary School District in Lockport, Ill., reports an immediate financial savings of about 5% per pupil. Although overall costs went up when the district's enrollment was increased by one-third, per-pupil costs dropped from $810 to $777 per year. Although these results and others appear most promising, the report cautions that "until a number of year-round school programs have been operating long enough, it will be extremely difficult to pinpoint concrete effects and to make any clear-cut judgments." It also notes that year-round education will never become the right answer for every district.

One of the positive aspects of year-round education is its many forms which can be adapted to the needs of individual schools. For example, there is Valley High School in Las Vegas, Nev., which operates as a standard public school during the day. At night it becomes Urban High School, geared to the needs of dropouts with full-time jobs. Other districts have extended the school day or year primarily to provide enrichment or remedial courses. The report is available from the National School Public Relations Assn. (1201 16th St. NW, Washington, D.C. 20036; 64p; $4.)

NEA, AFT BATTLE OVER PROFESSORS

Following the lead of teachers, the nation's university faculties are starting to look to collective bargaining to raise their salaries and protect their interests. Although professors have traditionally shunned negotiations and other labor practices, they are beginning to change their minds as their salaries and programs are threatened by a continuing shortage of funds. At least two organizations, NEA and the American Federation of Teachers (AFT), are eager to help faculties organize. A big success in this area would strengthen either organization. By 1980, higher education could provide one million members and $100 million in dues, predicts Myron Lieberman of City U. of New York. "Add them to the three million teachers paying about $300 million in dues by 1980, and you have a powerful lobby for the cause of education in local, state and federal legislatures," Lieberman says.

So far NEA is gaining the upper hand in the competition with its long-time rival, AFT. Lieberman, who was chairman of the First National Conference on Collective Bargaining in Higher Education in 1970, predicts that NEA "will very probably become the dominant professorial union." NEA won two key victories when its affiliates were chosen in representative elections at State U. of New York (SUNY) and City U. of New York. The winning group at SUNY, the Senate Professorial Assn., voted to affiliate with NEA and the New York State Teachers Assn. And NEA achieved another major victory when the Assn. of Pennsylvania State College and University Faculties won bargaining rights for the more than 4,000 faculty members in 14 state colleges. Although the winning association is not actually affiliated with NEA, it was supported and aided by NEA and the Pennsylvania State Education Assn.

NEA may be winning, but the battle is still far from over since 94% of the nation's 836,000 faculty members are not yet involved in collective bargaining. NEA's affiliates now have negotiating rights for almost 36,000 faculty members compared with 14,100 for AFT. A third group, the American Assn. of University Professors (AAUP), represents approximately 6,000 faculty members. And another 3,000 are represented by independent groups. Although AAUP has a distinguished history on many campuses, it has already been dismissed as a serious contender in the collective bargaining competition by most observers. Observers also question whether AAUP could successfully change its image from a dignified defender of academic freedom and tenure to an aggressive leader in negotiations. And they point out that both NEA and AFT have stronger state and local affiliates than AAUP. Some observers claim that AFT is at a disadvantage, too, since faculty members still shy away from being represented by a real labor union with AFL-CIO affiliation.

NEA's success in higher education is no accident. It began to move three years ago when it and the American Assn. for Higher Education severed most of their ties. One of the reasons for the break was thought to be a philosophical difference over the place of negotiations in higher education. Early in 1969 NEA created a new higher education division to coordinate the functions of three specialized higher education associations and announced plans to become more involved in higher education. Using the experience it has gained in elementary and secondary schools, NEA is now working hard to organize faculty members. NEA's biggest problem now is to overcome its image of an organization restricted to elementary and secondary school educators.

IS THERE A BETTER WAY TO TEACH READING?

It may be possible for students to improve their achievement in reading, but it is unlikely that educators can find a better way to teach it. This is one conclusion of a $180,000 study which reviewed 1,800 documents on reading released between 1960 and 1970. The study, conducted by Educational Testing Service (ETS) in Berkeley, Calif., suggests that "the reading ability of pupils in the public schools may have improved over the last few decades." And still more improvement may be possible, since the study rejects the notion that "overall improvement in reading achievement has reached a plateau." The study notes that many people still read poorly or not at all. However, when the researchers looked at the methods used to teach reading, they concluded that "a plateau may have been reached." Reginald Corder, project director, notes that "most methods used to teach reading have a long history in American education." Consequently, he says, it is difficult to find any so-called new reading technique not described in a 1908 survey of methods.

The search for a better way to teach reading apparently has been futile since the study concludes that no one method yet developed is more successful than another. Some experimental methods appear at first to be significantly better, Corder says. But follow-up studies always show that "any difference attributed to method has inevitably disappeared by third or fourth grade." There is another problem in comparing reading methods: "Studies are based on a variety of measuring instruments, not all measuring the same thing." An additional problem is the difficulty in controlling and monitoring what happens in a classroom. "Once the classroom door is closed," Corder says, "it is difficult to know what procedures teachers are actually using."

In practice, most teachers appear to use their own technique, drawn from several sources, the study concludes. This eclectic method is generally founded on one of the basal reading series. However, "the eclectic method is probably so eclectic," Corder says, that it is impossible to point to "an accepted model for the teaching of reading." Nevertheless, the study notes that reading authorities in the 1,800 documents reviewed "all recommend an eclectic approach." The study also found that teachers were offered "an increasing overabundance of materials from which to select in the 1960s." Therefore, teachers were faced with the problem of deciding which materials to choose, with few facts about the effectiveness of the various approaches. "Today's teachers have been brainwashed into feeling that they must have the latest gadgets, programs and publications or they cannot teach reading," the report adds.

The study, which was funded by the U.S. Office of Education as part of its Targeted Research and Development Program, is critical of teacher training institutions. It accuses them of failing to respond to the challenges to improve teacher education and of making few changes in the past decade. However, this fact may not matter since the study found little research evidence to show that teacher preparation has any effect on student performance. The report also criticizes reading research for failing to help teachers make practical decisions about classroom instruction. Most research has been "based on the assumption that method alone makes a major difference in learning to read" and has ignored other significant factors, such as the characteristics of the teacher or the students, the study asserts.

MORE 'COMP ED'—BUSING'S REPLACEMENT?

Compensatory education--long given a low priority rating by the Nixon Administration after its heyday in the Johnson era--is back in style. The quick change in priorities came with the growing uproar over forced busing to achieve school desegregation. Almost overnight compensatory education was discovered as a politically acceptable substitute for the unpopular busing. By coincidence or otherwise, the Administration's switch in policy direction began less than a week after the Florida primary in March when busing was found to be a major issue in the 1972 presidential campaign. Pro-busing candidates were in trouble and antibusing candidates found their position highly advantageous in many parts of the country.

The Administration has now found that compensatory education is not a waste of money after all. Successful programs, long overlooked in the past, are now being pointed to as proof that extra funds really can make a difference. HEW Secy. Elliot L. Richardson has released a 207-page summary research report, The Effectiveness of Compensatory Education, to support Pres. Nixon's new policy of concentrating more federal funds in racially and economically isolated schools as a replacement for more busing. Despite admittedly mixed evidence on the success or failure of compensatory education programs over the past seven years, HEW researchers have concluded that the President's proposal to target about $300 annually per child for federal compensatory programs "is a sound investment for the nation at this time."

The Administration's position was outlined in Pres. Nixon's twin proposal to Congress to place a moratorium on court-ordered busing and to pump $2.5 billion into schools serving poor children. Ironically, no new money was actually proposed. All of the $2.5 billion cited by Nixon comes from programs on the books or near enactment: $1.5 billion from Title I, Elementary and Secondary Education Act, and $1 billion from the Administration's desegregation aid bill. Although Nixon said he will ask for an annual $1 billion appropriation for the desegregation bill, instead of $1.5 billion over two years as he first proposed, no such request was in the bill sent to Congress.

As the President moved decisively in the direction of bigger and better compensatory education programs, the results of five major educational studies on school aid for the disadvantaged became available for scrutiny. In a nutshell, they said that unless the President backs up his new interest in "comp ed" with massive sums of money, the aid program will continue to produce meager results. Both the National Educational Finance Project, headed by Roe L. Johns, and a New York state commission, led by Manly Fleischmann, have called for spending levels far beyond the President's proposals. The Fleischmann commission said districts must spend 50% more on their disadvantaged children than they spend on the "average" child. The prestigious Johns study said districts must spend twice as much on low-income students as they do on other elementary students to have successful "comp ed" programs. This would mean expenditures of anywhere from $1,100 to $3,000 per child. One Johns commission staff member said flatly: "The $300 Nixon figure will just not work."

Other evidence cited by the Administration for its new program has also been brought into question. Herbert J. Kiesling, whose study of 42 California compensatory programs is a keystone in the Nixon thinking, says his research

does not totally support the Administration's case. "They've put too much weight on the study," Kiesling said. The study's main conclusion, which says an additional $300 per pupil for a remedial reading program can significantly improve pupil achievement, applies only to rural and suburban areas, not to urban schools. "There's just no conclusive evidence--either way--that you can pump more funds into urban schools and expect the kids to do a lot better," he said.

Two other reports concluded that information about how compensatory programs work is so sketchy that successful evaluations can rarely be made. A study by the President's Commission on School Finance says "virtually all of the national compensatory education surveys have shown no beneficial results," partly because "the evaluation reports on which the surveys are based are often poor." Another influential report by Michael J. Wargo for the American Institutes of Research looked at all reportedly "successful" compensatory programs since 1963. Over 1,200 programs were reviewed. Of these, 326 were examined in detail and only 10, or 3.1%, were found successful. But that study also concluded that most of the programs were rejected because evaluations were so poor that no conclusions could be drawn, not because they were demonstrated failures. "Clearly, improvements must be made in program evaluation before compensatory education can fairly be assessed.... Until agencies establish budget reporting guidelines," educators will not have reliable cost data, the study said.

Constitutional Challenge Predicted

The President's proposed moratorium bill halting all new busing orders by federal courts until July 1, 1973, is almost sure to meet a constitutional challenge. The bill also lists "remedies," in order of priority, that courts would be allowed to impose: assigning students to schools nearest their home, where practical; permitting each student, on request, to transfer from a school where he is in a racial majority to one where he is in a minority; revising attendance zones; and building new schools. Busing could be used as a last resort for students above the sixth grade and then only as a temporary measure. Many legal scholars say Congress does not have the authority to so regulate the courts. These legislative standards would supersede the year-long busing moratorium, but would still be subject to Supreme Court challenge.

Critics predict that the Nixon proposals will lead to desegregation retrenchment in the North as well as the South. Southern schools under court order would be able to reopen their cases and to seek new plans which comply with more permissive legislative standards, critics point out, while Northern schools would be granted a desegregation reprieve. Southern leaders say Nixon's plans do not go far enough and have called once again for a constitutional amendment outlawing busing. Nixon has not dismissed this option. NEA Pres. Donald Morrison denounced the new antibusing plan. He said Nixon is leading the nation down "a dangerous road to the dead end of racial segregation and educational disaster." Civil rights leader Joseph Rauh expressed the reaction of many when he said the Nixon plan was nothing more than a return to the concept of "separate but equal" schools "with no hope of actual equality."

SCHOOL SCHEDULING OVERHAULED ON A SHOESTRING

A bedroom community outside Tacoma, Wash.--whose elementary schools have a 53% pupil turnover rate--is reshaping school time on a shoestring budget. School doors are open year-round from 7am until late at night. Students can go to school as few as 124 days in the year or as many as 210 days. Franklin Pierce School District is a new suburb where military families account for the high rate of transience. Three years ago, with only $601 to spend per pupil, Franklin Pierce schools began to experiment with new ways to meet special needs of their students, both transient and stationary. The experimentation was on firm footing in several schools when the district was chosen by the U.S. Office of Education (USOE) as one of its three 1971 sites for the Experimental Schools Program. With a $2,462,718 grant for 30 months from USOE, the district has expanded its pilot programs to include 4,200 students in six schools.

Flexibility in school time is used as a way of equalizing the needs of Franklin Pierce students. The school year is split into two long semesters and two interim periods of one month. The school week is a basic four-day unit supplemented by a fifth day spent in ways suitable to the student's age.

At the elementary level, children participate in noncompetitive sports, arts, music, specialized areas of science and remedial work. Edward Hill, district superintendent, laughs when he tells the name of the junior high school program--"the flip-flop." Boys flip-flop into what have been traditional girl subjects, such as cooking, while girls flip-flop into such so-called boy fields as woodcraft. High school students do intensive study during the fifth day. The one-month interim periods are also used for intensive education, with students dividing their time between two courses. Students can schedule a longer or a shorter day. Learning centers and libraries are kept open for them and their parents at night.

Vital to the success of the program has been an adult/student ratio of 1 to 14, which costs the district the same as a 1 to 30 ratio in a typical school. Hill says many more adults are needed for such curriculum changes as Individually Guided Education. He has gotten his extra adult staffing from volunteer parents who work one to two days a week; paid teacher aides who are trained for specific tasks; and teacher trainees from the U. of Puget Sound and Pacific Lutheran U., who work as long as two years within the system before getting teacher status.

Flexible grouping has allowed individualized scheduling built around student needs. Up to 94 students work in a large multimedia room with only one teacher and an aide while a computer records each student's response. Later the group breaks into small groups working with many adults.

Mandatory work experience and career training are part of the school life of all students, 70% of whom will enter the job market directly upon graduation. Children in K-3 have "cardboard carpentry." In the intermediate grades they do craft work using real materials and tools. In junior high school, students work independently in 13 occupational areas outfitted with industrial equipment. In high school, students are ready for their first work experience. To graduate they must have outside certification from an employer that they have learned to behave in a responsible manner on the job.

NEED FOR GRADE POINT AVERAGE STRESSED

"Research of all kinds shows that a student's high school academic record is the single best predictor of his collegiate academic performance." Therefore, schools should continue to compute a student's grade point average and rank in class because they are usually "worth all the bother they cause in many schools." This is the view expressed in proposed guidelines for working with grade point averages and class rankings drafted by joint study committees of the National Assn. of Secondary School Principals and the American Assn. of Collegiate Registrars and Admissions Officers. The proposed guidelines note that a few colleges will now accept applications without either of these statistical measures. And they concede that "other patterns of school-college communication--'alternative transcripts' so to speak"--may be feasible. But "since the day when such alternatives may come into common use does not appear close at hand," the committees offer these recommendations:

- High schools should continue to compute grade point averages as one element in the college application process.

- Even if it is school policy not to compute class rankings, the school should have "a defensible plan for providing at least an estimated rank when its absence clearly will jeopardize or prohibit the consideration of a student's application."

- College admissions staffs should be willing to assist schools that want to experiment with other data in place of rank in class.

Specific suggestions for computing grade point averages are also offered by the study committees. The proposed guidelines recommend that schools include the grades for all courses that count toward local graduation requirements. If a student takes only one pass/fail course, it should be ignored, the guidelines suggest. If many pass/fail courses are taken, it will "presumably be impossible" to compute a grade point average.

The guidelines suggest that schools include both grades when a course is first failed and later passed or when a student repeats a course to obtain a higher grade. The committees also recommend that schools use a simple formula for "weighting marks," since some courses are "better predictors" of academic success. However, this decision should be left to the school, it says.

The committees suggest that no special allowances be made for students who take more or less courses than average. When determining class rankings, schools should include all students in a grade except those classified under "special education." And schools should not compile a single cumulative rank, the guidelines say. Instead, students should be ranked on a year-to-year basis.

The joint committees also made these recommendations: Methods for computing grade point averages and class rankings should be fully reported to students and parents. Students should be given whatever "rank figure" the school enters on their transcripts. However, this information should not be released to anyone else, except school personnel, without the consent of a student or his parents.

SCHOOLS TEST PARENT PAYOFF TO BOOST LEARNING

A financial incentive is being offered to parents and teachers in four cities under a new bonus plan--the first of its kind. The program is trying to find the answer to this question: Do students achieve more when their parents and teachers are rewarded? Financed by an $870,000 "incentive" experiment of the U.S. Office of Education (USOE), the plan is being tested at the elementary level and will measure class improvement in reading and arithmetic. Parents will earn up to $100 per child if the child's entire class makes significant gains. Teachers will be paid up to $1,200 in bonuses for the year if their pupils make large strides in both arithmetic and reading.

Schools chosen for the experiment are located in low income areas and have roughly the same ethnic mix and number of students. In each school district two matching schools were selected, one to serve as an experimental school, the other as a control school working with the same materials but reaping no reward. To further test the incentive idea, all four experimental schools will use teacher bonuses, but only two of the experimental schools will use parent bonuses. Thus, USOE can tell whether more progress is made when both parents and teachers have a financial stake in the success of pupils. Schools in Oakland and San Antonio will participate in both the parent and teacher bonus program, while schools in Cincinnati and Jacksonville will limit their effort to the teacher bonus plan.

Students have been offered incentives before--in the quest for proven pupil performance--but this is the first incentive program for parents. Here's how it works: Pupils in all eight schools have been pretested to determine average class scores. At the end of the year they will be retested. If a class makes more progress than the average yearly growth for that grade level in that school, the teacher and parents of class members will be paid bonuses. For 1% to 9% of growth by the entire class above the expected average, the bonus to parents is $12.50 for reading and an equal amount for arithmetic; it is $150 for each subject for teachers. The bonus for each subject doubles with a gain of 10% to 19%, triples at 20% to 29% and peaks at 30% and above. For example, if Mary Smith's class beats its projected progress by 30% in reading, her parents will get $50, her teacher $600; and if her class makes the same extra progress in arithmetic, her parents will get another $50 and her teacher another $600. Testing, analysis and formal monitoring for the experiment is being done by Planar, Inc., under a $251,438 USOE contract. Informal monitoring of classrooms and homes, as well as some management assistance, is provided by Education Turnkey Systems, Inc., under a $200,000 contract with USOE.

Parent bonuses stirred controversy at the local level when the experiment was proposed by USOE, but teacher bonuses were well received. The school board in Cincinnati voted against administering parent bonuses, agreeing only to the teacher bonuses previously approved by the Cincinnati Teachers Assn. San Antonio then stepped in to take Cincinnati's place for double testing of parent and teacher incentives. Parent bonuses encountered some opposition in Oakland, but were successfully defended by Oakland's trouble-shooting superintendent, Marcus Foster. He said the program might fail, "but we can learn from our failures. We know these kids can perform. We're trying to transform potential intelligence and make it operative."

STUDENT RIGHTS: COURT RULINGS SET OFF CHANGE

The nation's schools are making substantial changes to meet new demands for student rights. This is the conclusion of a new EDUCATION U.S.A. Special Report, Student Rights and Responsibilities: Courts Force Schools To Change. The turning point, says the report, came when the U.S. Supreme Court, in the historic Tinker case, decided that the doctrine of in loco parentis--the theory that schools could exercise total control over students because they acted as parent-substitutes--must yield to the constitutional rights of the individual, whatever his age. Since then, court pressure, or fear of it, has caused more and more schools to do away with detailed regulations on student conduct, the report says. At the same time, schools have begun to realize that pupils possess certain educational rights. Students are being consulted more frequently about such things as curriculum and teacher employment, the report reveals.

The student dress code--once much in vogue--is far less evident today, says the report. The majority of schools responding to an EDUCATION U.S.A. survey said they did not have such a code. Many administrators who once had a dress code have dropped it, the survey notes, but local courts have upheld others in their attempt to set grooming standards. The Supreme Court has yet to decide the matter. The controversy is likely to die hard, however, especially in the classroom: an NEA survey in 1969 found more than 85% of the teachers believed that schools should have the power to regulate both pupils' dress and grooming.

In other student rights areas, the report found that: the student press has been given greater freedom through recent court decisions, but that First Amendment rights are still "fraught with uncertainties"; student lockers have been ruled school property and are not immune to search; the right of a school to maintain pupil personnel records has been upheld, but access to such records "is becoming clearly established" in the courts; students are entitled to "due process," including, according to one authority, a hearing in disciplinary cases; courts have said schools may bar married pupils from extracurricular activities but not from instructional classes.

Greater student involvement in school governance is also being urgently advocated and widely attempted, according to the report. Many educators believe involved students learn more. Including students in running the schools meets demands of student groups and also teaches them about democracy, the report says. The survey found that 15 states have adopted or are preparing statements on student rights and responsibilities. At the local level, 33% of the schools have published such formal statements. In addition, over 50% of the states encourage student participation on school boards or advisory councils. California, for example, reports that some 80 local boards have non-voting student members. Students in Buffalo, Atlanta and San Diego have been paid stipends for working as members of curriculum writing and review teams.

While the student rights movement is not likely to be suddenly reversed, its tempo may be moderating, the report notes. But, one authority concluded, the "courts have only begun to apply the body of law to the secondary school student...." The report is available from the National School Public Relations Assn. (1201 16th St. NW, Washington, D.C. 20036; 64p; $4).

DISCUSSION GROUPS BOOST LEARNING, STUDY SAYS

Learning lasts longer--and can be put to better use--if students are allowed to step into the teacher's shoes. This is the conclusion of a study based on 50 years of research on college campuses. Wilbert J. McKeachie, director of the study and former chairman of the Psychology Dept., U. of Michigan, says his research found that student-led discussion groups tended to ask more questions, to read more, to accept greater responsibility for their learning and to adopt a more intellectual attitude toward school than their classmates taught solely by faculty. A student-centered discussion still needs a teacher, McKeachie noted adding, "the teacher must be skilled in planning discussions, providing support and guiding the students." For years, he continued, "studies on college learning and teaching seemed to bear out an opinion that it didn't much matter how students were taught. However, this research was based on exam performance," not on retention. Small classes appear more effective than large ones, he added.

The study also concludes that independent study does not typically produce higher motivation and resourcefulness. Comprehensive studies on this method showed that students often achieved no more, and sometimes less, than those taught by traditional methods, McKeachie said. These results indicate, he added, that "we need more research into the selection and training of students for independent study, their course work and its outcomes." McKeachie's findings are published in a PREP booklet, Improving Teaching Effectiveness (U.S. Govt. Printing Office, Washington, D.C. 20402; 24p; 55¢).

NEA REPORT SPOTS SPENDING, GROWTH TRENDS

Costs of the nation's schools for 1970-71 have now been added up--and to nobody's surprise they spell cautious spending. Capital outlay was less than in 1969-70 (down .4%). The rate of increase in spending has dropped for the second successive year--from a 9.7% increase in 1969-70 to an 8.4% increase in 1970-71. Still, the United States, with 6% of the world population, was spending a whopping $73.5 billion on education--half of the total world expenditure for education. Figures for 1970-71 are compiled in Financial Status of the Public Schools, 1971 (Commission on Educational Finance, NEA, 1201 16th St. NW, Washington, D.C. 20036; 43p; $1.25). The report says the United States spent 5.4% of its wealth on education and 9.3% on the military in 1970. If the United States changed its priorities, the report argues, the $42 billion cost of public elementary and secondary schools, as well as this year's $17 billion cost of public higher education, could easily be met.

Substantial changes in the elementary and secondary school population are among significant trends spotted in the report. The total enrollment increase is expected to drop to one-third of its former fast pace. An increase of only 1% per year is projected between now and 1975. For the past 10 years, the increase has been about 3% per year. The totals in the various age groups are also expected to change. A decrease of 1.3 million pupils is forecast for kindergarten through eighth grade. This will be offset by gains of 1.8 million at the secondary level. The only runaway increases will occur in public higher education, which must brace itself for a 40% increase in five years, up from 5.6 million to 7.8 million, the report says.

UNCERTAIN ROLE OF PRINCIPALS THREATENS SCHOOLS

The problems facing elementary school principals are leading to a "leadership crisis" that is "seriously endangering" the future of elementary education in this country. This is the conclusion of a new study on the role and problems of elementary principals conducted by the Center for the Advanced Study of Educational Administration (CASEA) at the U. of Oregon. The study found that the effectiveness of elementary school programs is directly related to the quality of the principal. Therefore, it contends that "large allocations of time, money and the best professional educational resources" must be applied immediately to principals' problems.

The most critical problems facing the elementary school principal are "the general ambiguity of his position in the educational community" and the imbalance between his responsibility and his authority, the study says. It claims that the principal essentially operates in a vacuum without a clear definition of what is expected of him or of how he will be judged. He suffers from being discriminated against as a "second-class administrator" with the lowest pay and the least to say when decisions are made. Isolated and confused about his role he feels imposed upon by the demands of central-office personnel, alienated from his teaching staff, unjustly left out of contract negotiations and bogged down with daily duties.

Current practices for selecting, training and certifying principals contribute to the crisis, the study says. It charges that college preparatory programs for principals "appear to be relics of a past age" that provide neither the practical experience nor the skills needed for the job. Preservice programs, which place little emphasis on communication techniques, are also failing to properly equip principals, the study contends. For example, interviews with 300 principals around the country disclosed that they want to become instructional leaders but lack the ability to do so. The study notes that most of the problems identified by principals involve their difficulty in establishing and maintaining successful human relationships. Their "lack of knowledge of the strategies to employ in effecting educational change" is also a critical factor, it says. These problems are compounded by "serious deficiencies in the certification requirements in many states." For example, some states require only a teaching certificate for elementary principals. The study also notes that "there are still many instances where a popular high school coach or teacher has been rewarded with a principalship despite his inadequate qualifications."

Faced with these problems, the principal has few places he can turn for help. Although the central office is the most obvious source, elementary principals complain that they frequently get shortchanged because of the preoccupation with secondary education. State departments of education usually lack the resources to render specific aid and are more concerned about their regulatory functions, the study says. Principals associations and colleges are not organized to give specific help. Regional educational laboratories are not directly accessible to the majority of principals. "And the U.S. Office of Education is so far removed from the sphere of the local schools that what resources are available from this agency seldom reach the elementary school principal." The study, Elementary Principals and Their Schools, is available from CASEA (1472 Kincaid St., Eugene, Ore. 97403; 201p; $3).

436 SCHOOLS JOIN MULTIUNIT BANDWAGON

The multiunit school--which has been called "the most promising notion for elementary schools in this decade"--is spreading rapidly across the country. The use of this alternative to the traditional graded, self-contained classroom has grown from 164 schools in 8 states in 1970 to 600 schools in 27 states in 1971. This growth of 436 schools will more than quadruple the 1970 enrollment of 70,000 children. Developed by the federally funded Wisconsin Research and Development Center for Cognitive Learning, the multiunit plan is an organizational pattern that replaces the classroom with a nongraded "instructional and research unit." Each unit contains 100 to 150 children within four age groups (4-6, 6-9, 8-11, 10-12). It also has a unit leader or master teacher, two or three staff teachers, a teaching intern and one or two aides. The second level of organization is the "instructional improvement committee," consisting of a school's unit leaders and principal. The third level is the "systemwide policy committee." The multiunit school is actually designed to be the first step in "a new system of elementary education" called Individually Guided Education (IGE). However, since IGE's curriculum materials are limited to reading and math, some schools are developing their own programs to use in multiunit schools.

Research results support the multiunit concept. A center study of 44 schools indicates that the multiunit setting "positively influenced" the children's achievement and satisfaction with school. And the students' attitudes became even more positive as they continued in a multiunit school. The study also showed that children in a multiunit plan receive more attention from teachers individually and in small groups. An earlier study from the U. of Oregon showed that teacher morale and "job satisfaction" were "much higher" in multiunit schools. The study, which compared a multiunit school and a control school in three districts, also found that multiunit teachers spent more time planning for instruction and specialized more.

One principal contends that the multiunit school leads to a decrease in vandalism and an increase in student attendance. The principal, Norman Graper of Wilson Elementary School in Janesville, Wis., participated in developing the first multiunit model in 1965-66. He also claims that multiunit schools cost less to run than conventional schools, primarily because the need for substitute teachers is eliminated. Graper says his cost per student is about $560. Officials at the Wisconsin center don't make the same claim. They do note, however, that a study showed that the average cost per pupil was about the same as other Wisconsin schools even though the salaries of unit leaders were 4% to 10% higher than those of staff teachers.

The current nationwide campaign to spread the multiunit school is being spearheaded by the center. In one effort, which is being partially funded with $641,600 from three federal sources, the center has contracted with the state departments of education in Colorado, Connecticut, Illinois, Indiana, Minnesota, New Jersey, Ohio, South Carolina and Wisconsin to help start new multiunit schools. This project accounts for about 300 of the new schools. In a separate effort, the Institute for Development of Educational Activities, one of the developers of IGE, is helping more than 100 schools change over to the multiunit system. In addition, the center is working with local school districts in California, Nebraska, New York and Virginia.

NEW STUDY SUPPORTS COLEMAN FINDINGS

An intensive reanalysis of the data used for the historic Coleman Report has put "an academic seal of approval" on most of that study's important findings. The report, named for its director, James Coleman of Johns Hopkins U., shocked the education world in 1966 with its major conclusion: "Schools bring little influence to bear on a child's achievement that is independent of his background and general social context; this...means that inequalities imposed on children by their home, neighborhood and peer environment are carried along to become the inequalities with which they confront life at the end of school." While most of the education community "either ignored or disputed" the report, a group of Harvard U. researchers, supported by the Carnegie Corp., began to reexamine the data. Their conclusions, edited by statistician Frederick Mosteller and former Presidential aide Daniel P. Moynihan, appear as a new Random House book, On Equality of Educational Opportunity.

The reexamination confirms many but not all of the findings of the Coleman Report. For example, Harvard's Marshall S. Smith says the report's conclusions on secondary schools are questionable because the original report failed to control certain factors. Other contributors complain about "inadequate statistical models." And Christopher S. Jencks even contends that "much of the data is probably inaccurate." Nevertheless, the researchers still uphold the report's general conclusions. Smith points to errors in handling information about students' family backgrounds. However, as a result, the original report underestimated the importance of family factors on school achievement, he says, and overestimated the effect of school factors. Jencks confirms another of the original findings that was questioned: that black and white children had nearly comparable school resources within a given region.

On the question of integration, the reanalysis confirms the original finding: achievement of black students placed in an integrated setting improves only slightly. Specifically, the Harvard researchers suggest that verbal ability of black students in mostly white classes would be increased about two-thirds of a grade level, still leaving 12th-grade blacks about 3.3 years behind white students. The basic problem, the Harvard report stresses, is "the socioeconomic condition" of black families. "In other words," it says, "neither school upgrading nor integration will close the black-white achievement gap" if the socioeconomic gap is ignored. This means, says David J. Armour, that programs which stress financial aid to disadvantaged blacks may be just as important, if not more so, than integration.

Looking to the future, the Harvard report urges educators to consider "revolutionary ideas." Mosteller and Moynihan propose a "national school of the air" that would be televised daily. And they recommend that other "new kinds of schools be developed and evaluated." They also suggest that educators abandon "the whole child approach" and concentrate on a few specific areas. "We would prefer to find out how to teach something to poor children," they say, "rather than continue to learn that we fail at teaching everything." Jencks concludes that "the most promising alternative would be to alter the way in which parents deal with their children at home." The least promising approach, he says, is to increase school expenditures since there is "little evidence" that this has an "appreciable effect on achievement scores."

RENEWAL PROGRAM AIMED AT 10,000 SCHOOLS

Sweeping changes in 10,000 schools with 5.5 million disadvantaged children --this is the ambitious 14-year goal of U.S. Comr. of Education Sidney P. Marland's new "educational renewal" plan. Marland says his plan "could, over time, amount to probably the most significant change in the style and character of the U.S. Office of Education (USOE) since its beginning." He also predicts that it will end the "generally disappointing record of federal research and development efforts."

"Our intention," Marland says, "is to assist a limited number of schools in installing totally new programs involving all aspects of the school." The new emphasis is on "all." Efforts at innovation in the past, he says, "have been isolated, noncomprehensive, aimed at improving only one aspect of a school." Each program will be funded for a five-year period, "assuring the experiments a solid chance to become successfully launched and, after the initial five-year period, to fly on their own with combined state and local assistance." Marland says he hopes the evident success of each project, as it is established and begins to function, will prompt the state school superintendents to spread the lessons quickly to other schools.

Other highlights of the plan: the state chiefs will "nominate" districts for participation; final selection will be made by USOE in cooperation with the states; all projects must have large concentrations of disadvantaged children; two-thirds of the schools will be in urban areas and one-third in rural areas; each state will be assured at least one renewal project in the first year of the program; a district's proposal to be a renewal project can be submitted in a single application.

Marland says he "will be open to any proposal that makes sound educational sense and ask only that proposals conform to three criteria: evidence of state and local commitment, such as a willingness to undertake sweeping renewal or change and to increase, or at least maintain, current spending in the target schools; comprehensiveness, involving all aspects of affected schools; program objectives stated in measurable terms, such as raising average student achievement by a definite percentage over that to be expected in a normal school year."

More Modest Beginning Planned

The program was originally scheduled to begin in 1973-74 at 200 "sites" (each site will average 10 schools and could be either a school district or a subdistrict within a larger district). The first year's effort, involving 1 million children, was to be financed by $150 million gathered in one package from most of USOE's discretionary or uncommitted funds. However, the program has now been set to start in 1972-73 with a more modest beginning--$37 million at 50 to 70 sites. It would be expanded with 100 additional sites each year. At its peak in 1977, the program would be funded at $350 million per year to operate 600 sites. A total of 1,000 sites will have been involved when the program is completed in 1986.

The entire program is being developed by USOE in cooperation with a special task force of the Council of Chief State School Officers headed by

John W. Porter, Michigan state superintendent. Porter, an enthusiastic supporter of the plan, wants the states to play a major role in the new effort. Most chief state school officers are neither hostile nor enthusiastic. They seem to be saying: "We'll believe it when we see it."

Another key portion of the Marland renewal plan calls for the creation of a new career in education--"the educational renewal extension agent." Plans call for recruiting 80 to 90 of these agents to work with the renewal program beginning in the 1973-74 school year. Half would be stationed in state departments of education and half would be stationed at "teacher centers" established at renewal sites. If the new job confirms the hopes of its creators, several thousand more agents would probably be recruited in the ensuing years.

Marland says the extension agents "would tie practitioners to federal, state and local researchers in what we hope will be a most productive partnership. The agents would not be there to tell the teachers what to do, but to ask them what help they need, what sorts of ideas they want to explore, what kinds of problems they are running into and what we have in our federal resources that they might not know about.

"This information," he says, "would be channeled back to Washington where it could be determined what resources were available to help each individual case and how the experience could tie in with target tasks in research and development in the proposed National Institute of Education."

Agents Will Seek To Increase 'Yield'

Marland says the educational extension agents will work with the teacher "to achieve greater classroom yield"--just as "his agricultural counterpart showed the American farmer how to rotate crops, to contour-plow and to employ proper fertilizers to achieve greater yields."

The agents would help the teacher on specific problems: "how to break through the reading problem, how to overcome learning difficulties of racial and ethnic minorities, how to start a boy or girl on a course leading to personal fulfillment and career successes. These," Marland says, "are the everyday, down-to-earth problems that any program of educational reform worthy of the name" must address itself to and solve.

The educational renewal program is the source of considerable dissension at USOE, Marland admits, but he says the dissension will have to stop even if "there is blood on the floor." Bureaucratic jealousies have been set off because of Marland's decision to place the renewal program into a single division under the direction of Don Davies, USOE's deputy commissioner for renewal.

"With a few deliberate exceptions, the other divisions of USOE have assigned their discretionary dollars to the development office," Marland says. The commissioner says he has gathered "a comparatively impressive war chest" which he "will focus in a unified, comprehensive attack on major educational problems." Just how much of Marland's dream will become reality depends on how a skeptical Congress facilitates or blocks it in legislative action.

DESEGREGATION EFFORTS SEEN AS 'DEVASTATING'

The traditional methods for promoting desegregation, including busing, have not worked, according to Dallas School Supt. Nolan Estes. Estes says the use of "massive required busing" should be abandoned because it is "destructive of quality education." Estes, a former associate U.S. commissioner of education and "a man who helped write and enforce the original guidelines for Title IV of the Civil Rights Act," says he is not an opponent of integration. But, he contends, there is "ample evidence to indicate widespread failure" of the commonly used methods for desegregation, such as busing, pairing, "satelliting," closing schools and gerrymandering zone lines. "Even more distressing," Estes says, is that there is not one big city school system which could "serve as a model of the effectiveness of busing, etc. To persist in policies which generally fail--which indeed have not even once truly succeeded --can hardly be considered rational."

Estes is especially critical of the courts and their "sincere but devastating efforts" which, he says, "have sidetracked this country's public schools." He suggests that the courts are actually leading to a decrease in the quality of education and to a "resegregation of the cities rather than to the desired integration." To illustrate his contentions, Estes points out what has happened in Dallas since August 1971, after the courts began issuing "a series of orders, stays, supplementary directives and clarifications relating to desegregation." Among other things, the courts called for reassigning and busing nearly 7,000 high school students, he says.

Since busing has become "a preoccupying concern of nearly all citizens" in Dallas, public support for the schools has "weakened" and polarization in the community has increased significantly, Estes claims. "Instead of confidence that the schools are going to get better, we now have a disturbing volume of expressed belief that the schools will get worse." Another outcome has been an increase in "white flight" to the suburbs and other "resistance" so that "only one-third of the white students originally reassigned to black schools are now enrolled," Estes says. He cites other side effects of court-ordered desegregation. The authority of school officials has been "usurped" by the courts. "Actual integration" has been set back "by several years" as black and white students have "segregated themselves within each school." Disruptions have increased, suspensions have doubled and there has been "an unprecedented wave of teacher abuse." Millions of dollars have been diverted for "noneducational purposes." Estes adds that a Dallas survey of major Southern districts which have recently desegregated reveals that they have "similar problems."

"There must be a better way to provide equally effective schools and cultural pluralism," Estes suggests. And he describes two promising programs in Dallas. One at the elementary level includes paired classrooms, team teaching via two-way television and weekly "cultural exchanges." At the secondary level the $21 million Skyline Center offers a career education program that is open to all high school students in the district on a full or part-time basis. Buses run between each high school and the center's campus. "Prior to our current federal court order, the center was integrated voluntarily because of the program offered," Estes says, with an enrollment that was 71% white, 19% black and 10% brown.

FEDERAL AID SYSTEM HIT BY USOE OFFICIAL

One of the most devastating attacks on the current operations of federal aid to schools has been delivered by a high-ranking official of the U.S. Office of Education (USOE). Charles B. Saunders, USOE deputy commissioner for external relations, charges that the federal dollar is going to the wrong children, unnecessary programs are being funded, there is a deluge of unnecessary red tape, a proliferation of programs has created confusion and instability, the wrong priorities are being emphasized and the programs have become too complicated for many school districts to comprehend.

"The most compelling deficiency which research has exposed in present federal programs," Saunders says, "is that they fail to reach the children of greatest need." The greatest need, he says, is in large cities, but "a proportionately greater share of aid" is channeled to school districts in non-metropolitan areas, primarily in rural and small towns. Saunders supports this charge with the results of a study of 537 school districts in five urbanized states. It revealed that non-metropolitan schools in California, Texas and Michigan receive an average of 50% more aid per pupil than do metropolitan areas in those states. The study also disclosed that the uneven funding for the various federal programs "often causes harried school planners to shunt federal aid funds to the least pressing, least important of their academic priorities," Saunders says.

Some of the most popular categorical programs, unquestioned by Congress for years, deal with problems that no longer exist, Saunders asserts. He cites Title III of NDEA as a prime example. The federal incentive for schools to purchase educational technology is no longer necessary, he says. In addition, he points to a study by the National Educational Finance Project which said, Title II (library aid) of the Elementary and Secondary Education Act is a good example of a program that was expected to be terminated and not become part of the continuing school support program. "But such programs generate a strong outside lobby group among their beneficiaries, as well as a vested interest within the federal bureaucracy, and often continue far beyond their usefulness," he points out.

Present federal requirements to obtain funds make it difficult for even the most affluent and best staffed district to put together a coherent request for federal aid, Saunders charges. "For smaller, poorer systems, the task is simply impossible." Saunders says a new study shows the extent to which USOE programs have proliferated: 30 separate authorizations in support of instruction, 37 in support of low-income pupils and 22 in support of reading programs. He also cites some ludicrous results: one state employe receives 17 checks each payday because his time is apportioned among 17 federally funded programs; a secretary working for one program cannot use a typewriter purchased for another; a bookkeeping machine purchased with categorical funds must remain idle while other nonfederal units in the same office are using hand ledgers. The answer, Saunders says, is to substitute the present categorical system with Pres. Nixon's education revenue sharing plan. It would replace the 33 existing formula grants with a single program which would allot funds proportionately among five broad areas: the disadvantaged, the handicapped, vocational education, districts with federally connected pupils, and supporting services. Saunders predicts dramatic changes in federal support for schools.

SCHOOLS OFFER 'SOMETHING FOR EVERYBODY'

The southeast section of Minneapolis--a unique microcosm of the city's population--has embarked on a course that will carry it into uncharted educational waters. Among the elements to which 2,500 southeast students are being exposed are noncompulsory school attendance, student teaching, decentralization, cooperation in governance, counseling changes, and the most buffeting element of all: "choice making by students, parents and teachers as a basic way of school life." The experiment is expected to take five years and is being financed by a $3.5 million grant from the U.S. Office of Education's Experimental Schools Program. Called "Southeast Alternatives," the Minneapolis experiment is built on some innovations that were already in existence. Decentralization had begun when two schools were set free from the central hierarchy. An unusual form of cooperation between public schools, parents and the U. of Minnesota had been working several years. And a distinctive population mixture was present.

It is this population mixture that has set the course for the Minneapolis experiment. "People who disagree about schools reflect what educators have known for a long time but have failed to act upon--that learning is a highly personal, individual activity," the school district explains. "It varies with an individual's background, interest, ability, personality, values and personal goals." To allow for these differences, parents and pupils were given four school choices at the elementary level in September:

- Contemporary School. Here children of the same age work in one classroom with one teacher--but they use "significant curricular innovations."
- Continuous Progress School, or ungraded groups linked together not by age but by the pace at which they perform best. This type of grouping is expected to be particularly beneficial to brilliant children who need to go faster and deliberate learners who need more time.
- Open School, modeled on the English infant schools. Here children move informally among learning materials, and teachers provide guidance.
- Free School, the most difficult of the schools to define, because it takes the form jointly decided upon by parents, teachers and pupils.

At the secondary level, options are proliferating rapidly--and creating several legal problems. For example, in the free school, pupils attend on their own free will. As a result, an exemption from state compulsory attendance is being asked. To be "free," pupils, teachers and parents must devise their own curriculum--and so an exemption from state curriculum regulations is being asked. Another problem is that of noncertificated teachers: parents, students and community specialists. Besides the free school, students have the option of Marshall University High School, where they can choose traditional, structured courses or individualized programs. Students can go off campus to study under the Urban Arts Program, Work Opportunity Program, Environmental Studies Program and Wilderness Program. They can earn high school credits for tutoring, for independent study or for taking courses at the U. of Minnesota. James Kent, director of Southeast Alternatives, says more personalized counseling is a key part of the experiment. Students will select teachers, who will meet regularly with 20 students throughout the year, to be their advisers. Parents who are not satisfied with any of the alternatives may transfer their child to another school.

USOE LAUNCHES ITS TOP PRIORITY—CAREER EDUCATION

Career education--one of the top priorities of U.S. Comr. of Education Sidney P. Marland--is starting to take shape across the country. The main focus is on the development of career education models through $4.6 million in contracts handed out by the U.S. Office of Education (USOE). However, since the models don't go into operation until the fall of 1972, vocational specialists have been watching developments in Arizona. The state legislature there allocated $2 million to assist 13 districts in setting up career education programs in the fall of 1971. These districts are using some of the concepts developed by USOE for its models.

USOE sees career education as a comprehensive K-12 program that introduces every child to the world of work and prepares him for a place in it. The basic philosophy behind career education at the elementary level is to inject more information about careers into all subject areas. For the middle grades USOE proposes the use of 15 "occupational clusters" representing such broad areas as health, fine arts, construction, transportation, manufacturing, environment and consumer/homemaking. Both college- and noncollege-bound students choose three "clusters" and begin to explore these careers through classroom instruction, field observation and work experience where possible. Although students are allowed to change direction at any time, USOE hopes that senior high students will select a single "cluster" and concentrate on the courses needed for that area.

Six school districts were working in 1971-72 to develop career education models encompassing at least part of USOE's philosophy. The districts, all of which have prior experience with career education, are Atlanta, Ga.; Hackensack, N.J.; Jefferson County, Colo.; Los Angeles, Calif.; Mesa, Ariz.; and Pontiac, Mich. They operated under the guidance of the Center for Research and Leadership Development in Vocational and Technical Education at Ohio State U., which was named director of the $2 million project by USOE. If the career education concept in schools proves successful, USOE hopes to give it far more financial support in the years ahead.

The resulting school-based models will be only part of USOE's career education effort. Also planned are an employer-based model and a home/community-based model. The first is being developed under $2 million in contracts with Research for Better Schools, Inc., and the Far West Laboratory for Educational Research and Development. The Center for Urban Education has also received $300,000 for a pilot study. The employer-based model is operated by a consortium of employers for unmotivated students aged 13-18. The open enrollment, year-round model would offer a self-paced program of academic fundamentals, skill training and work experience. The home-based model is being studied by the Educational Development Center under a $300,000 contract. This model will be designed to upgrade the job skills of young adults aged 18-25. The home would become the learning center through the use of educational TV and radio, audiovisual cassettes and other techniques. In other developments, Marland told chief state school officers that he will give them $9 million in USOE discretionary research funds for career education. In addition, Marland has initiated a Career Education Awareness Project with a $300,000 contract to the Maryland State Dept. of Education to develop a multimedia package that explains career education concepts.

RADICAL CHANGES CONFRONT HIGHER EDUCATION

Two contradictory public pressures--to cut costs and to liberalize admission policies--are forcing higher education to consider radical changes. One proposal calls for the establishment of a new national "video university." Another plan is England's new Open U., which is stimulating wide interest among American educators. If either plan, or some other version of an off-campus study program, were implemented in the United States--an approach being seriously considered--higher education would be drastically changed.

"Video university" would take over the major responsibility of education beyond high school. Proposed by Alexander M. Mood, director of the Public Policy Research Organization at the U. of California-Irvine, the plan is one of the boldest of a growing number of off-campus study schemes. "Video university," Mood says, would offer a nationwide individual learning program, mostly through the massive use of video cassettes. It would operate a rental library system for cassettes and a computer network, which would administer tests and keep student records. It would run a national television network to publicize study and job opportunities. And it would award degrees.

Mood's plan, which he claims will cost no more than the nation's current total higher education expenditures and far less than current per-student costs, also calls for all young people, at age 17-18, to spend a year as full-time students on college campuses or in some form of national service. Those wanting further schooling would pursue it part-time, studying at home, primarily with video cassettes; only students interested in medicine, engineering, law and other professional careers would continue on campus after the first year.

Mood's program, which would largely dismantle the current system of higher education, is being questioned. John W. Macy, president of the Corp. for Public Broadcasting, says he is "heartened by the radical proposals advanced by Mood," but he adds criticisms which are repeated by others: the plan relies too heavily on video cassettes and the on-campus experience is probably too limited. Mood agrees that the lack of interpersonal learning experiences is a major disadvantage, but he says the plan would be of much greater benefit to more people than the current system.

England's Open U., unlike the "video university" plan, is more than an idea. It is a fact. Walter Perry, its president, says that Open U. began in January 1971 as a nationally supported educational innovation with 25,000 students. "Through a unique blend of television, radio, correspondence instruction and 290 mini-campuses," Perry says, "it seeks to offer any adult the chance to earn a degree equal in quality to those from the best British universities and at a cost...far below standard forms of instruction." By 1973, he predicts, Open U. will have 40,000 students enrolled and will operate on an annual budget of $20 million.

Perry says he is convinced that his "school" will lead to a radical reorganization of higher education throughout the world. Both the Mood plan and Open U. are being presented as possible solutions to the major concerns of leaders in higher education: "How can we provide higher education to vast new enrollments and not bankrupt the public treasury?"

PUBLIC ATTITUDE TOWARD SCHOOLS DISCLOSED

The public and educators agree: the finance crisis is the biggest problem confronting the nation's public schools. For two years the public cited discipline as the major problem, but the third annual national survey of the public's attitudes toward education revealed that finance is now rated the No. 1 difficulty. The public ranked discipline in third place behind integration, followed by the school facilities shortage and drug use. A cross section of 229 high school students surveyed as part of the Gallup International poll conducted for CFK Ltd. ranked the problems a little differently than the 1,562 adults surveyed. The students placed drug use first, then cited facilities, integration and discipline.

The survey found that the public did not support the most commonly used methods of reducing school costs. Only two money-saving ideas were backed by at least 50% of the public: reducing the number of administrators and canceling courses with a small enrollment. The concept of year-round schools was supported by 47%. The public strongly opposed reducing special services (80% object), increasing class sizes (79%), cutting teachers' salaries (77%), reducing janitorial services (72%), eliminating kindergarten (69%), abolishing extracurricular activities (68%), keeping outdated textbooks (68%), compressing high school into three years (58%), decreasing classroom supplies (58%), offering fewer subjects (57%) and charging textbook fees (56%).

The public was obviously reluctant to approve drastic cutbacks in schools but appeared unwilling to provide more money, either. Only 40% favored raising taxes--a small increase from the 37% in 1970--but 52% were still opposed. Nor was there public support for increasing state taxes and reducing local property taxes. This shift was favored by 46% and opposed by 37%; the ratio in 1970 was 54% to 34%. The public apparently believes the best solution lies in making better use of available funds. For example, 54% of the public favored the use of outside "management experts"; national achievement tests, including comparisons between communities, win 70% approval; performance contracts received a 49% vote of support. The poll also revealed: 44% oppose vouchers--18% are undecided; 54% believed that a child's home life is primarily to blame for poor school performance. Teachers were selected as the best feature in today's schools. On the question of integration, the public believed, although not overwhelmingly, that integration has upgraded the quality of education for black students (but not for white students) and has improved relations between the races.

The survey indicated that the public's lessened concern about discipline may mean that schools have tightened their discipline policies. For example, results of the poll, announced in the September 1971 issue of Phi Delta Kappan magazine, showed that 48% believed that discipline is "not strict enough." The comparative figure for 1970 was 53%. Student answers also showed a shift --22% said discipline is "too strict"; in 1970, the figure was 15%. Another 23% of the students--the same percentage as in 1970--said discipline is "not strict enough." Most parents and students calling for stricter discipline complained that "teachers lack the authority to keep order and that students have too much freedom and can get away with anything." In general, the public believed that the need for discipline tends to disappear when students become genuinely interested in learning.

MANY SCHOOLS STILL IGNORE DRUG PROBLEM

The nation's schools have not yet launched a concerted attack on the growing problem of drug abuse among the young. Although more schools are working to combat the problem, many others are still ignoring the issue. This is one of the conclusions of a comprehensive report on the drug problem prepared by EDUCATION U.S.A. Of 500 schools surveyed, 35% said drugs were of no particular concern to them; 32% said they had no drug abuse program; and 44% said they had no inservice teacher training in drug education.

Schools have touched on the drug problem in the past, but the effort was generally inept and ineffective. The report found that the most common error was the overkill approach "where students are bombarded with scare films, told they can become addicted to marijuana for the rest of their lives, and cautioned, perhaps, that they might go blind from eating sunflower seeds." This approach can create distrust and resentment in students, who are generally more informed about drugs than their teachers. And overkill may actually inspire drug abuse, the report cautions. At the other end of the spectrum is the underkill approach where drug abuse education is presented as an afterthought in an assembly or an occasional class. Equally unsuccessful are packaged programs used by teachers who are essentially unsympathetic to youth and unaware of their problems.

Despite the general lack of proper drug abuse education, "many school districts have taken the bull by the horns and have implemented effective programs," the report says. And it suggests that all effective drug education programs should contain certain essential components. School districts should:

- Give the program top priority by establishing an office or at least an administrator in charge of drug abuse education.
- Set up a drug abuse advisory committee. "Drug use and abuse are community problems and the community must be involved in solving them."
- Begin a drug education program in kindergarten.
- Involve youth in planning and conducting a drug program. "Projects involving students are much more apt to bridge the generation gap."
- Use an interdisciplinary approach. "Integrate discussion about drugs into all areas of study."
- Gear your program to people, rather than to drugs. "Use a humanistic approach that focuses on why students take drugs."
- Provide students with accurate, unexaggerated facts on drugs and drug abuse.
- Be flexible. "Student attitudes toward drugs differ greatly from one school to another. Therefore, no one set program can be looked on as a panacea."
- Provide students with alternatives to taking drugs. "Show them there are ways other than drugs to 'turn on.'"

Effective teacher training is also essential for a good drug education program. The report notes that the drug problem is only compounded when a teacher tries to "fake it" and passes on inaccurate information. Districts should also evaluate their drug programs continuously since "the drug scene fluctuates like clothing styles." The report, Drug Crisis: Schools Fight Back with Innovative Programs, is available from the National School Public Relations Assn. (1201 16th St. NW, Washington, D.C. 20036; 64p; $4).

IQ CASTE SYSTEM PREDICTED

America--the land of opportunity--will soon be locked into a rigid caste system based on inherited intelligence. This is the prediction of Richard Herrnstein, a Harvard U. psychologist, after an extensive review of recent genetic studies. It will happen not because the ideal of equal opportunity for all is failing, but because it is being reached. One by one, unfair racial and class barriers are being removed, he says. Free education is available to all. The obstacles to social mobility are disappearing. This leaves only an inborn lack of ability blocking the way to the top in America, says Herrnstein. Those who have ability scramble to the top; those who don't remain below. Since ability is inherited, according to Herrnstein, the able people at the top will produce able offspring, who will remain at the top.

Schools will no longer serve as ladders to success, Herrnstein asserts. More important than education in determining success will be the intelligence of a child's parents. Herrnstein cites recent genetic studies of identical twins separated at birth as proof that intelligence is primarily inherited. Despite the old nature-versus-nurture argument, he claims that most experts agree that "the genetic factor is worth about 80% and only 20% is left to everything else." Not only is intelligence mostly an inherited trait, but it is likely to become more so. Just as people's height has become more heritable-environmental factors could make intelligence more heritable.

Physical environment may be more important in nourishing the intellect than education and culture, the Harvard professor claims. Evidence is mounting to challenge the usual assumption that education and culture are crucial, he says. Such factors as early diet may prove more important. Herrnstein states flatly that the studies of the identical twins prove that "the single most important environmental influence on IQ was not education or social environment, but something prenatal." A "meritocracy" will arise that defies attempts to improve the mobility of those at the bottom, Herrnstein predicts. "To be unemployed may run in the genes of a family about as certainly as bad teeth do now," he says. "We find this vista appalling, for we have been raised to think of social equality as our goal," he says. Concluding on a forlorn note, Herrnstein advises that "we should be preparing ourselves" for the future instead of "railing against its dawning signs." Our best hope, he adds, "is a more humane and tolerant grasp of human differences."

No Link Seen Between Race and Intelligence

Two studies deny any link between race and intelligence. Differences in test scores between whites and minority groups can be traced to social and economic factors, the studies conclude. They were reported at the annual meeting of the American Psychological Assn. in Washington, D.C., by their authors, Jane R. Mercer of the U. of California at Riverside and George W. Mayeske of the U.S. Office of Education. Findings of the pair, who were working independently, clash with recent claims that blacks lag 15% behind whites in intelligence. Genetic inferiority of blacks has been claimed by Arthur R. Jensen of the U. of California at Berkeley and William Shockley of Stanford U.

$$ SQUEEZE FORCES TEXTBOOK CUTBACKS

Today's financial crisis in education is "forcing slowdowns in the purchase of materials and textbooks." In fact, the amount spent for textbooks has dropped to "an abysmal 1.1%" of annual per-pupil expenditures. This is one of the conclusions of a new publication by the Joint Committee of NEA and the Assn. of American Publishers on Selecting Instructional Materials for Purchase: Procedural Guidelines.

The committee recommends that school districts allocate "at least 5%" of the annual per-pupil operating costs for instructional materials and related services (excluding library books, supplies and equipment). This 5% guideline, if applied in 1970-71, would have provided a national average expenditure of $42 per pupil for instructional materials instead of the $7.19 per pupil actually spent for textbooks during that year, the committee says. The study points out that some districts may report spending 2% to 3% on "other teaching materials," but it says this figure often includes consumable supplies and other items not included in the committee's definition. The committee notes that a recent survey found that Americans spent more than twice as much on pet food ($969.7 million) in 1970 as they did on textbooks ($454.7 million).

Current developments are having a "significant bearing" on the process of selecting instructional materials, the committee says. It pinpoints five as most important: demands from minorities to eliminate bias and misrepresentation in materials, pressure from students and parents to revitalize curriculum content, the move toward individualized instruction, the increase in the number and types of materials and the demands by teachers "to take on major educational roles." Policies governing the selection of instructional materials, the committee concludes, are "an acceptable topic" for contract negotiations. "The give-and-take of negotiations," it claims, "can help clarify details of the selection process and mobilize the interest and energies of teachers."

The committee offers several recommendations to improve the selection process. It says educators and others should work to eliminate state laws and other state or local procedures which "unduly hamper" the freedom of local selection committees. The committee says about half of the states have laws that could be used to govern textbook adoption, but that enforcement varies from state to state. In the states which have no laws, the selection process may be restricted by "entrenched traditional procedures." Consequently, "the distinction in selection patterns between these two categories of states may be blurring." The report recommends that local committees gather evidence about the actual effectiveness of materials and test materials which show promise.

Other recommendations: A majority of the selection committee should be classroom teachers, administrators should "take a leadership role in facilitating the selection process," the committee should consider all relevant school board policies, selection goals should be clearly established at the outset and an atmosphere of freedom and creativity should be assured. Finally, the committee urges school districts to provide adequate consultative services and inservice education to help teachers make the best use of new materials. The publication is available from NEA (1201 16th St. NW, Washington, D.C. 20036; 62p; $2).

PUPILS SEEN AS VICTIMS OF UNTESTED PROGRAMS

A majority of U.S. schools may be using mediocre educational materials because no one has bothered to check their effectiveness. Chiefly to blame are school administrators who fail to demand "learner verification," says P. Kenneth Komoski, president of the Educational Products Information Exchange Institute (EPIE). Komoski contends that "the largest single group of unprotected consumers is the 50 million school children required to use thousands of inadequately evaluated educational materials...." EPIE, a nonprofit "consumers union" for schools located at 386 Park Ave. S., NYC 10016, has taken on some of this evaluation. Formed in 1967 by the Regents of the State U. of New York, EPIE conducts studies of educational materials and publishes its findings in product reports for which its 3,500 members pay $35 per year.

An EPIE analysis of the current 60 "best selling" textbooks has revealed that fewer than 10% had ever been field tested prior to publication. Komoski notes that an EPIE telephone survey of major educational producers turned up comments such as this from a senior vice president: "We have about 160 salesmen and consultants who report back what they pick up in the field; that's our field testing." When firms do evaluate materials with students, Komoski points out, it is usually done just prior to publication with no chance of using results to improve the product. The amount of field testing done for films used in schools is even less than for textbooks. "We discovered that only three of the 223 materials used in over 85% of broadcast television instruction have been learner tested," Komoski says.

By far the most discouraging area EPIE has investigated is that of programmed instruction, according to Komoski. He says an examination of 633 programmed items now in use in major curriculum areas revealed that research evidence was available for only 7%, while some "field testing" was claimed for another 8%. Part of the problem, Komoski believes, is the sheer magnitude of educational materials. Well over 200,000 educational materials are marketed to schools. "Today's teachers and students do not need an ever-increasing quantity of options. What they need desperately are high quality alternatives to inadequately developed materials now used," he says. But educators are sometimes considered poor judges of the effectiveness of learning materials. Komoski cites a study in which teachers and a principal were asked to rate a set of materials. The correlation between their judgments and the actual performance of learners using the materials was "strikingly" unequal (-.75). Despite this, he notes, most schoolmen "continue to put their faith solely in examination and review rather than evidence of actual performance...." Improvement comes when developer and user cooperate, he says. An example is the First Year Communications Skills Program developed by the Southwest Regional Laboratory for Educational Research and Development. Designed for use with kindergartners, the program covers skills such as naming letters of the alphabet and reading simple selections. After four years of continuous evaluation and revision, the program has been verified through use with more than 30,000 children in 12 states.

This kind of trial and error testing is slow, costly and often impossible for small companies, Komoski admits. Komoski advises schools to press companies for learner verification and indicate their willingness to serve as sites where producers of educational materials could carry out their studies.

PERFORMANCE CONTRACTING TAKES NEW FORMS

Performance contracting in education, having shakily survived an effort by the Office of Economic Opportunity (OEO) to bury it, is evolving into new innovative shapes. Two of the most interesting examples of its new directions are under way in Dade County, Fla., and in Michigan. In Dade County, the faculties of two elementary schools have entered into incentive contracts aimed at increasing the performance of 360 disadvantaged students by more than 100% in math and reading. Some of the participating teachers will be able to earn bonuses of up to $5,000 each; that is, $110 for each student who achieves a grade level about 100% above his "expected gains" in the two subjects, as measured by standardized tests and performance objectives. Under the two contracts, which total $58,500, teachers can spend up to $55 per student to defray operating costs. They also have the option of investing another $55 per student as "risk capital" for equipment or teacher training. However, the teachers risk having to repay all or a portion of the costs if students achieve less than 50% above their expected gains.

Given incentives and the freedom to innovate, Dade County teachers have taken some unexpected steps. At one school, they increased the pupil-teacher ratio from 25-1 to 48-1. They also surprised some observers by deciding to use teaching machines, programmed learning materials and student incentives. Students in the other school earn points that are auctioned off for prizes every two weeks. Students can earn $1 a week by coming to class regularly and on time and by achieving weekly reading and math goals. The teachers are also using peer tutors and aides. They have even negotiated their own "performance contracts" with equipment suppliers to make them share the risk. The teachers who developed the project, with assistance from Education Turnkey Systems, view it as an attempt to increase the "professional self-governance" of the teaching profession.

In an equally bold project in Michigan, the State Dept. of Education has initiated a $23 million "accountability model" to raise student achievement by about one grade level. Sixty-five districts have been awarded grants ranging from $6,000 to more than $11 million to use in programs for minority students who rank in the bottom 15th percentile in math and reading. However, the grants, which amount to $200 per participating pupil, will be reduced in the fall of 1972 if the students achieve less than 75% of the specified goals. Most of Michigan's school districts have adopted a "wait and see" attitude toward the revolutionary program, state officials report. Charles Blaschke, president of Education Turnkey Systems, agrees that the Michigan project, "like any bold and innovative undertaking," will present some problems. He specifically cally warns of dangers in the use of standardized tests and in teaching to the test. Nevertheless, Blaschke believes that the Michigan plan could be "the most significant turning point in public education in this century." He says the project means that districts are being given a fixed fee to raise a student to a specified level or be penalized if they fail. It also means that the most efficient districts will be rewarded and may even make a "profit" if they can educate the child for less than the extra $200.

The bad news for the performance contract concept came from OEO. After months of delay and the use of three different analysis systems to evaluate the test results of 18 experimental programs, OEO declared in February 1972

that the $5.7 million effort was a failure. Performance contracting in schools is no more successful than traditional classroom methods in improving the reading and math skills of disadvantaged children, OEO said.

Contractors Fight Back

OEO's conclusion that performance contracting has been proved useless for schools is being challenged. School officials and companies involved in performance contracting charge OEO with trying to bury performance contracting on the basis of questionable evidence. Texarkana, Ark., Supt. Edward D. Trice, says OEO's assertion that performance contracting has been found valueless to schools is "as far wrong as can be." Trice, who developed the nation's pioneer performance contracting program three years ago, says his experience shows that the concept "has a great deal of merit." He offers this evidence: "The record of our performance contract anti-dropout program speaks for itself--only 8 out of 800 potential dropouts have left school during the past two years. The normal dropout rate for this group," he says, "is 25%--or 200."

Contractors claim that the OEO findings were too hasty and too incomplete. OEO officials, however, are firm in their belief that the concept has been given a fair test--and failed. They also say only one of the 18 districts involved in the experiment is continuing the innovations introduced in 1971 by the performance contractor. However, a check of the participating districts shows that five--not one--are continuing, with their own money, some of the innovations introduced by contractors. Leaders of the two national teachers' organizations are chortling at the results. David Selden, president of the American Federation of Teachers, says "it just bears out what we have been saying--that OEO should get out of the education business." Donald E. Morrison, NEA president, says the results show that "simple and cheap solutions" do not work. The executive secretary of the American Assn. of School Administrators, Paul B. Salmon, released this statement: "Though the initial results have been disappointing, performance contracting should be retained as an alternative. Abandoning the idea at this point would be shortsighted."

OEO's reading of the results is uniformly grim. "Not only did both groups (experimental and control) do equally poorly in terms of overall averages but also these averages are very nearly the same in each grade, in each subject, for the best and worst students in the sample, and, with few exceptions, in each site," OEO's report said. Thomas K. Glennan, OEO's acting assistant director for planning, research and evaluation, says the wide variety of learning systems used in the experiments "all did badly."

Glennan said pupils in second-grade performance contract reading programs gained, on an average, .4 of grade level while those in the traditional program gained .5; for the third grade it was .3 for performance contract reading versus .2; seventh grade--.4 versus .3; eighth grade--.9 versus 1.; ninth grade --.8 versus .8. In math, the second grade gained .5 in the performance contract program versus .5 in the regular; the third grade--.4 versus .4; seventh grade --.6 versus .6; eighth grade--.8 versus 1.; ninth grade--.8 versus .8. Glennan also released preliminary results from two experiments with bonuses to teachers whose pupils achieved beyond certain levels. Neither effort--in Stockton, Calif., and Mesa, Ariz.--resulted in improved pupil gains, he said.

NEW COURSE HELPS STUDENTS MAKE DECISIONS

The first systematic curriculum to help students make better decisions was introduced into 100 of the nation's secondary schools in 1972. The program, designed by the College Entrance Examination Board (CEEB) and a Palo Alto, Calif., counseling team, teaches the rudiments of rational decision making and encourages their practice in life situations.

Called "Deciding," the course leads students through six content areas. Students identify critical decision points, recognize and clarify personal values, discover alternative solutions and create new ones. They learn how to seek, evaluate and utilize information, how to assess risk taking and how to develop strategies for decision making. The course designers are convinced that by coupling the new curriculum with guidance programs, schools will help students make better choices among their growing educational and career options. The project represents CEEB's first effort to develop a curriculum program.

Flexibility is the key to "Deciding." The developers say the program can serve as a schoolwide decision-making curriculum, as a major component in the guidance program or as a part of subject areas such as English, social studies and health education. Materials prepared for the student and leader have been styled for use in group counseling and guidance and regular classroom sessions. Through a variety of teaching techniques--exercises, discussions, role playing--the program emphasizes self-discovery and practice in using decision-making skills and concepts. Since decisions are personal, CEEB hopes leaders will redesign their programs to meet the individual needs of their groups. The decision-making course can be covered in 15 class periods. If supplementary materials are utilized, says CEEB, it can easily span 45 class periods.

The new program was successfully field tested last spring with 1,200 students in grades 7-9 in nine states. CEEB's field trial objectives were twofold: to gauge student and teacher interest in the materials and to measure gains in self-confidence in decision making. CEEB says it will continue to evaluate and expand the program. One of its next steps is to evaluate how well "Deciding" students can apply their decision-making skills. Another follow-up study will determine how well students retain their decision-making skills after a period of 6 to 12 months. The decision-making program, part of a five-year CEEB plan for improved guidance services, will eventually include a curriculum for elementary school students. The present curriculum materials will be expanded to provide group leaders with greater course flexibility and variety.

Exploring personal values carries with it a potential risk--that the leader may attempt to impose his personal values on his class. Recognizing this danger, CEEB has developed Deciding: A Leader's Guide, which provides the teacher with rationales, objectives and suggestions for group exercise. The guidebook points out that there is "no one 'right answer' for everyone facing the same decision." To demonstrate its ideas for "good practice," CEEB conducts workshop training sessions for school personnel who wish to implement the program. A training film is available to schools on a free loan basis. For materials and further information, write to Gordon P. Miller, College Board Student Services, Deciding, 888 Seventh Ave., NYC 10019.

PARAPROFESSIONALS AID LEARNING, REPORT SAYS

A new report takes a look at the growing use of aides in schools and concludes that "the great pluses of the movement appear to far outweigh the minuses." The report, Paraprofessionals in Schools: How New Careerists Bolster Education, notes, however, that the paraprofessional movement "is still a fledgling in the education family." The movement will not reach its full potential, the EDUCATION U.S.A. Special Report says, unless educators and others are willing to devote the time and money to make it happen.

A review of studies on the effectiveness of aides shows that they are fulfilling "the major purposes expected of them," the report says. "They are increasing the learning achievement of students and freeing teachers to use diagnostic, planning and decision-making skills. And some surveys indicate that although installing an aide program takes additional funds, per-pupil instructional costs can be lowered by using paraprofessionals." The increased use of school aides, now estimated to number between 200,000 and 300,000, is also helping to solve another problem by providing a vehicle for "upward career mobility," the report says. The use of aides appears to provide another advantage, too, by improving relationships between schools and communities.

The spread of the paraprofessional movement is hindered not only by a shortage of funds, but by lingering fears of teachers who still feel threatened by the new position. The report found that teachers "appear to be losing some of their early skittishness about aide programs"--prevalent during the mid-1960s--but a "residue of doubt" remains. The report attributes this fear to "one major shortcoming which still exists in many programs--the lack of training programs for teachers in how best to utilize this new army of helpers." Another problem area is the assignment of aides. Sometimes they become frustrated because their talents are not utilized. And some aides, particularly those well educated, feel that the scope of the job is too limited. Another major shortcoming is the "virtual absence of men in paraprofessional ranks." Given the current low salary of aides (average beginning hourly pay is about $2) and the limited career advancement prospects of many aide programs, school officials are going to have to use "much more ingenuity and effort" to attract men into their programs.

The significance of the paraprofessional movement has not been lost on the two big teacher organizations. Both NEA and the American Federation of Teachers are now aggressively recruiting aides. The aides are important "not just in terms of additional membership muscle," the report notes. "Big city unions, in particular, are known to feel that their future strength depends on teachers and aides supporting each other"--particularly during a strike. Several states have also recognized the importance of aides and have moved to clarify and legalize their status. For example, a California law warns that aides cannot be used to increase the pupil-teacher ratio. A Georgia law requires aides to be licensed and includes specific rules covering their qualifications, training and duties. Although other states have also issued guidelines for training aides, the report found that "the trend seems to be toward flexibility in allowing districts to develop programs according to their needs." The report is available from the National School Public Relations Assn. (1201 16th St. NW, Washington, D.C. 20036; 64p; $4).

NEGOTIATIONS SEEN MOVING TO STATE LEVEL

Collective negotiations are headed for the state and national levels. But just how fast the transition from the local school district takes place, and to what extent, is still in the crystal ball stage. That, basically, is the agreed opinion of spokesmen for the two national teacher organizations. Gary Watts, assistant executive secretary of NEA's field service division, and David Selden, president of the American Federation of Teachers, indicate that the shift to a broader negotiations base is inevitable.

Selden says the shift will come because it is no longer financially possible to solve the problems of teachers at the local level. He indicates that money might be there for increased salaries and fringe benefits, but teachers are no longer concerned about those to the extent they once were. The real issues now, Selden claims, are reduction of class size and fewer classroom hours and other curriculum concerns "and that is what costs money."

Watts says federal bargaining legislation, which was "only a proposal during the last three to four years," will be a reality in the next few years. He says the NEA and the American Federation of State, County and Municipal Employes will jointly submit legislation to Congress to require school employe bargaining throughout the country. The main reason behind the proposed federal action is what he termed the "chaos" which now exists across the country among the 29 states which have some sort of public employe bargaining laws.

Selden says the shape of future teacher bargaining might parallel that in industry where there is one nationwide contract covering a particular industry, with individual plants bargaining on local issues. He says he is not sure that the education profession will "have the intelligence to do this, but I hope so." Watts believes the California Supreme Court Serrano decision and other court decisions declaring the states' system of financing the public schools unconstitutional could have a major impact on future negotiations through restructuring the financing system. He says there are a number of options open to legislatures to comply with the recent decisions, "some of which would take away all local options."

Both Watts and Selden shy away from suggestions that some sort of arbitration--either binding or advisory--will be needed in such state-level bargaining talks. Watts points out that what the NEA wants is a procedure to resolve problems, not to submit them to a third party for a decision. Selden, on the other hand, takes the classic union stance of total opposition to binding arbitration in any manner or form.

The NEA executive says there could be some major side effects in bumping negotiations to a higher level of authority: teachers would have to become much more involved "to sweeten the pot at the state level"; "strikes would be more difficult to accomplish but they would have a much wider and more dramatic impact." But Watts cites pluses to broader negotiations: greater efficiency in the bargaining process, salary issues settled in a single negotiation and less debate over the interpretation of contracts. He says the present multiplicity of negotiations and contracts consumes the time and energies of a large number of people and is very costly.

TWO STUDIES DISCLOSE NEW TRENDS

Some of the most significant current trends in American education are disclosed in two new studies--one prepared by the NEA's Research Division and one by the U.S. Office of Education (USOE). The NEA study discloses for the first time two major developments: a substantial increase in the number of students despite a sizable decrease in the school-age population and a noticeable return to public schools of pupils in the South who had left for private all-white schools.

The total fall enrollment in public elementary and secondary schools is estimated at 46,168,540, up 274,227 over 1970-71. This is occurring despite a decrease of 773,000 in the total school-age population. Sam Lambert, NEA executive secretary, attributes this outcome to three factors: a nationwide expansion of kindergartens, reduction of parochial school enrollment and a tough job market. The increase in secondary enrollment is 313,906, compared to a decrease of 39,679 at the elementary level. The percentage of school-age enrollments in public schools in the Southeast increased from 85% in 1971 to 88% in 1972 and in the Southwest from 88.5% to 94.1%, the report says. In Texas, the increase was 6.4%--from 86.6% in 1971 to 93% in 1972; in Mississippi, it was up 5.7%--from 78.2% to 83.9%; in Arkansas, it was up 5.6% --from 87.6% to 93.2%.

The average teacher salary in 1972 was $9,690, a gain of 4.5% over 1971, the NEA study said. States with the highest average: Alaska--$14,124; Michigan--$11,620; California--$11,439; New York--$11,404. States with the lowest average: South Carolina--$7,300; Arkansas--$7,021; Mississippi--$6,518. The percentage of teachers who are men has increased about 59% in the past 10 years. The balance of revenue sources remains about the same as 1971; 7.1% from federal sources; 40.9% from state sources; and 52% from local sources. The range of state support varies from 88.7% in Hawaii to only 5.3% in New Hampshire.

The average expenditure per pupil increased from $868 in 1971 to $929 in 1972, an increase of 7%. New York spends the most per pupil--$1,468; Alabama, the least--$543. The study, Estimates of School Statistics, 1971-72, is available from the NEA Research Division, 1201 16th St. NW, Washington, D.C. 20036 (39p, $1.50).

The USOE study disclosed that big city schools are being shortchanged by states. After studying the finances of 84 central-city school systems in 34 states, the study found that 83.3% of the 84 districts received less state aid per pupil than the statewide average. Sixty-six per cent of the districts raised more money through local property taxes than the statewide average. St. Louis was cited as an example, raising $10 per pupil more than the Missouri average, but receiving $55 less from the state than suburban and rural schools.

Commenting on the USOE study, U.S. Comr. of Education Sidney P. Marland said the figures showed that each state must "reassess its school finance procedures to determine how fairly its education dollars are being distributed." The USOE study, Finances of Large-City School Systems, is available from the Supt. of Documents, Govt. Printing Office, Washington, D.C. 20402 (85p, $1).

NEGLECT OF GIFTED PUPILS DISCLOSED

Educators have been handed a new dilemma: "the widespread neglect of gifted and talented children" which has become a "universal, increasing problem." A new report to Congress from the U.S. Office of Education (USOE) documents this neglect and its result--a "tragic" waste of human and national resources. The comprehensive study, required by the Elementary and Secondary Education Amendments of 1969, concludes that special programs for gifted children "can and do produce significant and measurable outcomes." However, these programs have reached "only a few students" in the past 50 years, especially among the disadvantaged and minority groups.

Although the report found "a resurgence of concern in many quarters," programs for the gifted are being held back by many factors. The major deterrents are a lack of funds, a shortage of trained teachers and "the pressure of other more crisis-oriented priorities." For example, 21 states have legislation aimed at helping gifted children, but in many cases "such legislation merely represents intent." Only four states--California, Connecticut, Georgia and Illinois--are singled out for having adequate programs. In addition, the report says "the federal role in delivery of services to the gifted is all but nonexistent." Why? There is no categorical legislation to focus funds on the gifted. There has been little support from the public and educators. And the priority for the gifted "is so low within USOE" that although discretionary funds could be used for the gifted, they "seldom" are.

Responding to the call for federal leadership, U.S. Comr. of Education Sidney P. Marland has announced that he will become "a visible advocate for increased attention" to the gifted. He will emphasize "those things we can realistically accomplish immediately within USOE." But he will not ask for more money or new legislation. Marland's plan calls for: creating a new Gifted and Talented Program Group in USOE, conducting a survey of successful gifted programs, establishing a clearinghouse on gifted education, holding two national leadership training institutes, including the gifted in USOE's career education models so they can better assess career options and adding a gifted education "component" to USOE's Experimental Schools project. Also planned are research studies to test the value of "differentiated education" for disadvantaged preschoolers with high potential and an accelerated bilingual program for gifted Mexican-American and Anglo children.

The report underscores the importance of programs for gifted students. "Contrary to widespread belief," the report says, "these students cannot ordinarily excel without assistance." Instead they become bored and dissatisfied, "perform far below their intellectual potential" and may suffer psychological damage. In fact, the study suggests that "the gifted are the most retarded group in schools when mental age and chronological ages are compared." The report estimates that there are now between 1.5 million and 2.5 million gifted students. However, their identification has been hampered by the costs of appropriate testing and by "apathy and even hostility among teachers, administrators, guidance counselors and psychologists." The report, Education of the Gifted and Talented, is based on available research; 10 public hearings held around the country; and surveys of states, districts and 239 authorities on the gifted. Copies are available from the National School Public Relations Assn. (1201 16th St. NW, Washington, D.C. 20036; 72p; $4.)

Special Reports by the Editors of Education U.S.A.

Students Rights and Responsibilities: Courts Force Schools To Change. Explains what rights students have under the Constitution, interprets recent court decisions, describes how schools also stress student responsibilities, presents sample local policies. 1972, 64 pp., #411-12814. Single copy, $4.

PPBS and the School: New System Promotes Efficiency, Accountability. Explores pros and cons of PPBS, a management tool that can be used to plan and manage a school district's activities and resources. Gives specific examples and describes steps. 1972, 56 pp., #411-12810. Single copy, $4.

Education of the Gifted and Talented. Reports shocking findings of the neglect of 1.5 to 2.5 million gifted and talented youngsters and relates plans to make their education a major national priority. 1972, 72 pp., #411-12806. Single copy, $4.

Paraprofessionals in Schools: How New Careerists Bolster Education. Tells how paraprofessionals are helping to increase student achievement, to free teachers to teach, and to "unfreeze" traditional school organization; what they do on the job; how to recruit, train, and supervise them. 1972, 64 pp., #411-12804. Single copy, $4

Year-Round School: Districts Develop Successful Programs. Includes definitions, advantages and disadvantages, comparative cost figures, and capsule review of 20 districts now operating a year-round program, plus comprehensive case studies of six year-round programs. 1971, 64 pp., #411-12802. Single copy, $4.

Shared Services and Cooperatives: Schools Combine Resources To Improve Education. Tells how the rural school district, education lab, or even city system, can share such services as special education, enrichment programs for minority groups, counseling and guidance. 1971, 60 pp., #411-12798. Single copy, $4.

Drug Crisis: Schools Fight Back with Innovative Programs. Puts the problem in perspective, gives specifics of what is essential for a successful school drug abuse program and describes the programs considered most successful. 1971, 64 pp., #411-12796. Single copy, $4.

Vandalism and Violence: Innovative Strategies Reduce Cost to Schools. Describes measures school systems are taking to achieve security, to deter crime, to handle bomb threats; details the roles of security personnel and how to involve students and community in preventive programs. 1971, 56 pp., #411-12794. Single copy, $4.

Individualization in Schools: The Challenge and the Options. Describes in detail how eight major individualization systems are providing individualized instruction to thousands of students in reading, math, science and social studies. 1971, 64 pp. #411-12792. Single copy, $4.

Environment and the Schools. Describes the best programs under way in states, local school districts, colleges and universities. Gives the philosophy and objectives of a good environmental education program. 1971, 56 pp., #411-12782. Single copy, $4.

Vocational Education: Innovations Revolutionize Career Training. Describes the most successful career training programs in elementary and secondary schools, unique developments and innovative programs, amount and intended purpose of federal appropriations for vocational education programs. 1971, 64 pp., #411-12780. Single copy, $4.

Preschool Breakthrough: What Works in Early Childhood Education. Includes a review of new philosophies and old controversies; some research results; a guide to the federal apparatus; detailed descriptions of projects that "really work" in increasing the achievement of young children. 1970, 48 pp., #411-12774. Single copy, $4.

Reading Crisis: The Problem and Suggested Solutions. A roundup of the most significant recent discoveries on reading problems and a guide to supervisory and teaching techniques that work. 1970, 56 pp., #411-12766. Single copy, $4.

Differentiated Staffing in Schools. Examines strengths, weaknesses and pitfalls of differentiated staffing. Reports facts and opinions on this revolutionary and controversial method of staff organization. 1970, 48 pp., #411-12754. Single copy, $4.

Black Studies in Schools. Shows that nearly all educators believe the ultimate and ideal way to handle material on Negroes and other ethnic groups is to weave it into the regular curriculum as an integral part of everything taught, K-12. Includes 15 case studies. 1970, 48 pp., #411-12746. Single copy, $4.

Address communications and make checks payable to the National School Public Relations Association, 1201 16th Street NW, Washington, D.C. 20036.